

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING A)	RESOLUTION NO. 96-2308
REFINEMENT PLAN FOR THE CLACKAMAS)	
RIVER GREENWAY TARGET AREA AS)	Introduced by Mike Burton
OUTLINED IN THE OPEN SPACE)	Executive Officer
IMPLEMENTATION WORK PLAN)	

WHEREAS, in July 1992, Metro completed the Metropolitan Greenspaces Master Plan which identified a desired system of natural areas interconnected with greenways and trails; and

WHEREAS, at the election held on May 16, 1995, the electors of Metro approved Ballot Measure 26-26 which authorizes Metro to issue \$135.6 million in general obligation bonds to finance land acquisition and capital improvements pursuant to Metro's Open Spaces Program; and

WHEREAS, the Clackamas River Greenway was designated as a Greenspace of regional significance in the Greenspaces Master Plan and identified as a regional target area in the Open Space, Parks and Streams Bond Measure; and

WHEREAS, in November 1995, the Metro Council adopted the Open Space Implementation Work Plan, which calls for a public "refinement" process whereby Metro adopts a Refinement Plan including objectives and a confidential tax-lot-specific map identifying priority properties for acquisition; and

WHEREAS, Resolution No. 95-2228^R authorizes the Executive Officer to purchase property with accepted acquisition guidelines as outlined in the Open Space Implementation Work Plan, now therefore,

BE IT RESOLVED,

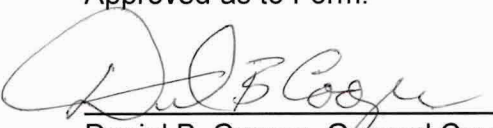
That the Metro Council adopts the Clackamas River Greenway Refinement Plan, consisting of objectives and a confidential tax-lot-specific map identifying priority properties for acquisition, authorizing the Executive Officer to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan adopted in November 1995 and in Resolution No. 95-2228.

ADOPTED by Metro Council this 11th day of April, 1996.



Jon Kvistad, Presiding Officer

Approved as to Form:



Daniel B. Cooper, General Counsel

Staff Report

CONSIDERATION OF RESOLUTION NO. 96-2308, FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE CLACKAMAS RIVER GREENWAY TARGET AREA AS OUTLINED IN THE OPEN SPACE IMPLEMENTATION WORK PLAN

Date: March 21, 1996

Presented by:

**Charles Ciecko
Jim Desmond**

BACKGROUND AND ANALYSIS

The Target Area description in the Bond Measure Fact Sheet (authorized by Council Resolutions 95-2113, 94-2050 and 94-2029B) is as follows:

“Clackamas River Greenway. Acquire up to 8 miles of greenway corridor along north bank of Clackamas River between Carver and Oregon City.”

In the 1992 Greenspaces Master Plan, the Clackamas River Greenway is described as follows:

“Clackamas River (Clackamas River watershed). Large habitat base carved by Class 1 stream. Second-growth forest of mixed conifers and hardwoods support diverse species including big game, fur bearers and a variety of small mammals and birds. Salmonid fisheries also supported.”

“Clackamas River Greenway. The Clackamas River between River Mill Dam and Carver is designated as a scenic river by the Oregon Scenic Waterways Program.”

Target Area Description

NOTE: Stakeholder interviews indicated a desire to expand the refinement process to include the segment of the Clackamas River between Carver and Barton Park, and the South bank. Consequently, this Target Area Description Section includes narrative related to these areas.

The lower Clackamas River Greenway target area is located entirely within Clackamas County and is defined as the river corridor from Gladstone upstream to Barton Park (approximately 16 river miles). The adjacent floodplain and the immediately adjacent uplands (including the bluffs) are also included in the target area. The lower Clackamas River and its riparian corridor is a regionally significant natural resource. It is characterized by large expanses of gravelly floodplain and it provides habitat for wildlife and fish, possesses significant scenic value, offers recreation opportunities and is an important source of drinking water for the region. Within the target area, the lower Clackamas River has several tributaries that discharge into the River, including: Cow Creek, Sieben Creek, Rock Creek, Clear Creek, Richardson Creek (near Lake Pidgeon area) and Deep/Noyer Creeks.

Land uses within and adjacent to the target area include industrial, commercial, agricultural, rural housing and open space. The North Bank area between Gladstone and Carver generally forms the dividing line between urban and non-urban areas; the predominant land use here is industrial. This area represents a significant portion of Clackamas County's remaining industrial land base. Manufactured housing developments are also a common land use in this area.

The South Bank of the Clackamas River from Gladstone to Carver consists primarily of steeply sloped and forested bluffs with rural residential land uses and flat floodplain lands currently in agricultural uses.

From Carver to Barton Park, agricultural, forest and rural residential land uses are predominant. Manufactured housing is found both east and west of the Carver Bridge along the North bank of the river. Between Carver and Barton, the river is designated as a State Scenic Waterway.

Refinement Process

The Open Space Implementation Work Plan adopted by the Metro Council in November 1995, required that a Refinement Plan be submitted to the Council for approval for each target area. The Refinement Plan will contain objectives and a confidential tax-lot-specific map identifying priority properties for acquisition, enabling Metro to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan and in Resolution No. 95-2228. Resolution No. 95-2228 "authorizes the Executive Officer to acquire real property and property interests subject to the requirements of the *Acquisition Parameters* and *Due Diligence* guidelines of the Open Space Implementation Work Plan."

During the refinement process, available information about the target area was compiled, planning documents assessed, maps analyzed and biological field visits conducted. Nineteen individuals were interviewed representing county and state agencies, property owners, interested friends groups, natural resource experts and non-profit advocacy groups. The key points related to land acquisition expressed during the interview process are summarized in Appendix A. As previously noted, the refinement process addressed a larger area than specified in the bond measure fact sheets.

A public workshop to discuss the proposed Refinement Plan was held on March 13th in Oregon City. Approximately 75 people attended and their comments are summarized in Appendix B. A biological report by David Smith, an independent consultant with Wildlife Dynamics, is attached as Appendix C.

Findings

Conclusions drawn from the refinement process indicate that the lower Clackamas River Greenway proposed refinement area meets all of the criteria for a regionally significant natural area as established in the Metro Greenspaces Master Plan of 1992. Other important elements of the stakeholder interviews and research indicate:

- The Clackamas River is a regionally significant natural area providing unique fish and wildlife habitat, recreational opportunities and municipal water supply.

- A greenway on the North Bank of the river within the City of Gladstone is not feasible due to land use and topography.
- An effective greenway program should include both the North and South banks of the river from the eastern Gladstone City limits upstream to Barton Park.
- Land use policies and comprehensive plans should consider and address water quality, fish and wildlife values of tributary streams.
- Current administration of the State Scenic Waterway Program does not necessarily protect the river or its associated values from conflicting uses due to financial constraints.
- Due to current development pressure, acquisition efforts should focus on lands along the North Bank between Carver and Gladstone first and should complement the Clackamas County North Bank Greenway Plan where feasible.

Metro's acquisition goal of acquiring a minimum of eight miles of greenway corridor along the Clackamas River between Oregon City and Barton Park will be an important step in preserving and protecting this regionally significant natural resource. However, complete protection of the greenway corridor will also require coordinated acquisition efforts and other strategies involving other jurisdictions, private land owners, and local stewardship efforts.

General objectives to guide Metro's land acquisition efforts throughout the proposed refinement area include:

- Preservation and protection of the ecologically significant areas along the Clackamas River study area.
- Protection of the Clackamas River floodplain for flood storage, water quality, wildlife, and fishing values.
- Provision of linkages to tributaries and adjacent natural areas including: Cow Creek, Sieben Creek, Rock Creek, the Mt. Talbert natural area, Clear Creek, the Lake Pidgeon area, and Deep/ Noyer Creek.
- Preservation of the visual quality of the Clackamas River linear corridor by focusing protection activities within the floodplain and river bluffs zone.
- Provision of public access to the Clackamas River.

The area of the North Bank is under more development pressure and should be given first priority (Tier I) for land acquisition. The North Bank area has been extensively studied through a recent planning effort commissioned by the Clackamas County Board of Commissioners. A draft land use plan for the North Bank area is the product of this planning effort. It was produced under the guidance of a Planning Consensus Committee which included representatives of interested public agencies and the local citizenry. The planning recommendations in the land use plan are firmly grounded in the findings of a biological assessment of the North Bank study area entitled "Natural Resources Report and Evaluation, North Bank of the Clackamas River" by Esther Lev, et. al. (1995). The plan recognizes that full protection of the natural resources along the Clackamas River will require public acquisition coupled with land use designations, special ordinance protections, a comprehensive program for recreation and public access, and a management program for responsible stewardship.

Within the North Bank area, the plan identifies priorities for land acquisition. This plan, in addition to the Greenspace Master Plan criteria, will be used to select properties for acquisition in Tier I.

The same level of study has not been undertaken for the lower Clackamas River east of Carver to Barton Park or along the South Bank from Gladstone to Carver. While these two areas are not under the same development pressure as the North Bank portion of the refinement area, their protection is equally important as a near-term regional goal. With the upcoming development of the "Sunrise Corridor" and increasing demand for housing in the region, many argue that this growth will place more development pressure on the upper reaches of the refinement area as well as increase demand for its use as a recreational resource.

Regional Parks and Greenspaces Advisory Committee

A presentation of the Staff Report was given by Metro Staff and its consultants at a public meeting in Room 370A of Metro Regional Center on March 19, 1996. This analysis and the resulting objectives were approved by a unanimous vote of the Regional Parks and Greenspaces Advisory Committee.

GOAL:

Create a Lower Clackamas River Greenway located between the eastern city limit of the City of Gladstone and Barton Park.

OBJECTIVES:

The following are prioritized specific objectives of the Clackamas River Greenway Refinement Plan.

Tier I Objectives:

From Gladstone upstream to Carver, North Bank:

- Acquire the ecologically sensitive areas along the Clackamas River in coordination with the North Bank Study.
- Acquire the floodplain lands for flood storage, wildlife, fish, water quality, scenic and recreational values.
- Provide linkages to tributaries and adjacent natural areas including: Cow Creek, Rock Creek, and Sieben Creek.

Tier II Objectives:

From Carver to Barton Park, North Bank:

- Provide river access at designated points.
- Acquire continuous blocks of riparian corridor to support wildlife, fish, water quality, scenic and recreational values.
- Preserve the scenic quality of the Clackamas River Greenway corridor from the river by acquiring continuous blocks of riparian corridor.

Tier III Objective:

- Consider South Bank acquisitions only if funds remain available after Tier I and Tier II objectives have been accomplished.

Partnership Objectives:

- Pursue partnership opportunities for land acquisition with the Clackamas County Surface Water Management District #1, the Clackamas River Water District, the Clackamas County Parks Department, the North Clackamas Parks and Recreation District, and the State of Oregon.
- Coordinate all land acquisition efforts with potential partners prior to approaching property owners.
- Work with Clackamas County to preserve the scenic quality of the Clackamas River bluffs.
- Pursue opportunities to enhance the State Scenic Waterway program.

Executive Officer's Recommendation

The Executive Officer recommends passage of Resolution No. 96-2308.

Appendix A

Clackamas River Greenway

Summary of Comments from Stakeholder Interviews

- The area of study and possible acquisition should be expanded to the east (at least to Barton). This is because land along the river outside the UGB is also in danger of further deterioration due to increased usage, erosion occurrences and general management policies.
- There was a high degree of consensus that the North Bank area (from Gladstone to the Carver Bridge) should be given first priority in Metro's land acquisition efforts.
- The findings of North Bank of the Clackamas River study and the recommendations outlined in the draft land use plan are generally well accepted.
- There was a strong consensus that the sites identified as "ecologically sensitive" in the Natural Resources Report and Evaluation, North Bank of the Clackamas River by Lev, et.al. (1995) should be given priority for acquisition within the North Bank area.
- Protection of floodplain lands is also important for flood storage, water quality improvement and wildlife habitat.
- It is important to consider linkages to tributaries which drain into the Clackamas River throughout the target area.
- The lower Clackamas River should be preserved and protected for its wildlife habitat value (especially fisheries) and for its significant water quality.
- Partnership opportunities with other governmental agencies exist primarily in the North Bank area. Before property owners are contacted by Metro, land acquisition efforts should be coordinated with potential partners (i.e. Clackamas County Surface Water Management District #1).
- Many suggested that Metro consider looking at parcels that were recently flooded or areas where the river channel has changed. They may be more willing sellers now.
- There is much controversy surrounding aggregate mining of the floodplain lands just upstream of Barton Park at the Rock Island Sand and Gravel operation. Many of those interviewed expressed concern that this activity is not appropriate in a river floodplain and is in direct conflict with other more protection-oriented goals for the river resource, including preserving wildlife habitat and scenic values.

APPENDIX A

STAKEHOLDER LIST

Name	Project Association
<p>Dan Zinzer Dept. of Transportation & Development Clackamas County 902 Abernethy Road Oregon City, OR 97045-1100 Phone: 650-3320 Fax: 650-3351</p>	<p>WN, CB, NC, CR</p>
<p>Judie Hammerstad County Commissioner Board of Commissioners Clackamas County Courthouse Annex 906 Main Street Oregon City, OR 97045 Phone: 655-8581</p>	<p>NC, CR</p>
<p>Michael Jones, Curator Cascade Geographic Society PO Box 398 Rhododendron, OR 97049 Phone: 503-622-4798</p>	<p>CB, WN, CR</p>
<p>Sue Doroff Riverlands Conservancy Director PO Box 8787 Portland, OR 97207-8787 Phone: 241-3506 Fax: 241-9256</p>	<p>CR, CB, WN</p>
<p>Wilmer Gardner Local Resident (Historian) 18512 Abernethy Lane Milwaukie, OR 18567 Phone: 656-2737</p>	<p>CB</p>
<p>Charlotte Lehan Wilsonville City Council 29786 SW Lehan Ct. Wilsonville, OR 97070 Phone: 682-09901</p>	<p>CB, WN</p>

Key

WN= Willamette Narrows
 NC= Newell Creek

CB= Canemah Bluffs
 CR= Clackamas River

Name	Project Association
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Name **Project Association**

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WN

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Name	Project Association
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Doug Cramer, Biologist Friends of Clackamas River 33831 Faraday Road Estacada, OR 97023 Phone: Home- 631-7487 Work- 630-6831 Fax: 630-8219	NC, CR
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Name

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Name	Project Association
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Jerry Nördstrom Clackamas CPO PO Box 2136 Clackamas, OR 97015 Phone: 655-3988	CR
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Name _____ Project Association _____

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Name

Project Association

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CR

and:

Program Manager
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Appendix B

Clackamas River Greenway Public Workshop
Carnegie Center, Oregon City
March 13, 1996

Comments and Questions

Establishing wildlife corridors should take precedence over trails. The Clackamas County comprehensive plan contains trail components, and Metro's priority should be protecting natural areas.

Staff responded that Metro's priority, as articulated in the bond measure, was to protect natural areas, that staff biologists were aware that trail corridors could compromise resource values if aligned improperly, and that the program would be sensitive to the issue.

Could you add area three to the project? The Friends of Clackamas River should be partners in the effort.

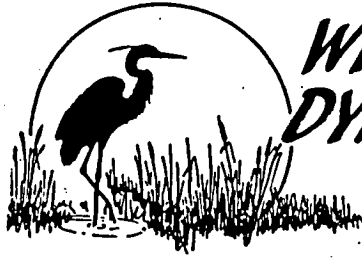
Staff responded that the purpose of the workshop was to solicit exactly that kind of suggestion, and that Metro was open to partnerships with groups such as the Friends of Clackamas River.

You should change from Tier II to Tier I land directly upstream from the confluence of Clear Creek and the Clackamas River. It is zoned R5 and under imminent threat of development.

Staff responded that the property at issue was also being analyzed through the Clear Creek refinement process, and that it would consider affording it a higher priority.

Your proposed connection on the north side of the river would be better established on the south side. Less of it is in private ownership, a viaduct would link it easily with other protected lands on the north of the river, and an existing trail would provide for public usage.

Staff responded that this was an excellent suggestion and would be considered. Program director Charles Ciecko asked how many people in the audience were uncomfortable with the northern connection alignment, and after a show of hands said that it would be moved to the south of the river.



**WILDLIFE
DYNAMICS**

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(503) 335-0380

APPENDIX C

METRO - OPEN SPACES REFINEMENT PROCESS Biological Resources Overview of Target Areas LOWER CLACKAMAS RIVER

Prepared for:

**Metro - Open Spaces Program
600 Northeast Grand Avenue
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Prepared by:

**Wildlife Dynamics, Inc.
David R. Smith
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March 15, 1996

**METRO - OPEN SPACES REFINEMENT PROCESS
Biological Resources Overview of Target Areas
LOWER CLACKAMAS RIVER**

March 15, 1996

INTRODUCTION

This report documents findings of the initial biological resources investigation of the Clackamas River target area where land acquisition is proposed as part of the Metro - Open Spaces Program. The target area for this investigation was intentionally identified by general location only. This strategy allows Metro the flexibility to assess a relatively large number of parcels in a given region for the possibility of selecting the most desirable land in a willing-seller program.

Wildlife Dynamics, Inc. (WDI) conducted the preliminary biological resources investigations on the general target area. Objectives of the investigation were to gather existing biological information, interview individuals with knowledge of the area, perform a general habitat evaluation (using a target area perspective), identify unique or important habitat features (using a narrower perspective), and identify specific sections within the target area that should be investigated in greater detail. Criteria established in the Greenspaces Master Plan, bond documents, and Metro Council resolutions were used as guidelines for target area assessments. The results of the initial study were utilized to prepare for public meetings and to assist Metro in their land acquisition refinement process.

The following is the results of the initial biological resources investigations for the Lower Clackamas River.

The lower Clackamas River is defined for this study as the river from Gladstone upstream to Barton Park (approximately 16 river miles), the floodplain, and much of the immediately adjacent uplands to the river bluffs. The study area has a mixture of land uses including industrial, agricultural, rural housing, and open space. The greatest amount of development occurs in the Gladstone area where most upland sites are industrial developments and residential housing. Riparian and upland vegetation is limited to narrow and isolated patches of undeveloped lands. Agricultural and rural residential lands constitute the majority of the land use to Barton Park on both sides of river. A medium sized mobile home park is located on the north bank of the river at the Carver bridge.

A recent study, Natural Resources & Evaluation, North Bank of the Clackamas River (Lev et. al. 1995) completed for the Clackamas River Greenway study, describes the habitat and land uses of the north bank from Gladstone to Carver. The study discusses the overall watershed,

potential conflicting land uses, makes recommendations for future development and improvements, identifies areas that should be targeted for protection, and discusses rehabilitation and enhancement opportunities. Comments from all parties contacted agree that the Lev et. al. study (1995) reflects the conditions of the study area and the sites identified as "ecological significant" should be given priority for protection. The study also addresses the biological criteria issues being used for this refinement process. A Greenway Priorities Parcel sheet was compiled as a result of the Clackamas River Greenway study. The Priorities Parcel list should be used by Metro to refine potential acquisition sites in this portion of the target area.

Preliminary land use analyses and site evaluations have also been completed on the river and adjacent lands between Carver and Barton Park by the several organizations, agencies, and friends groups. This exercise was conducted to identify ecological sensitive areas on this reach of the river and the adjacent floodplain and uplands. Criteria used to identify the areas were similar to the North Bank Study, though a report and formal site assessments have not been completed. Sensitive areas identified for the river between Carver and Barton Park are mainly semi-natural floodplain habitats that are forested and contain important features, e.g. wetlands, side channels, and diverse vegetation. The areas near the confluence of creeks, lands adjacent to existing publicly owned open space, and lands with high restoration potential were identified as key areas to conduct further investigations for possible acquisition or protection.

Persons Interviewed and general comments:

Doug Kramer, PGE Biologist

- would like to see the Holly Farm site and Rock & Gravel site east of Barton protected
- agrees with all other sites identified

Sue Doroff, River Network

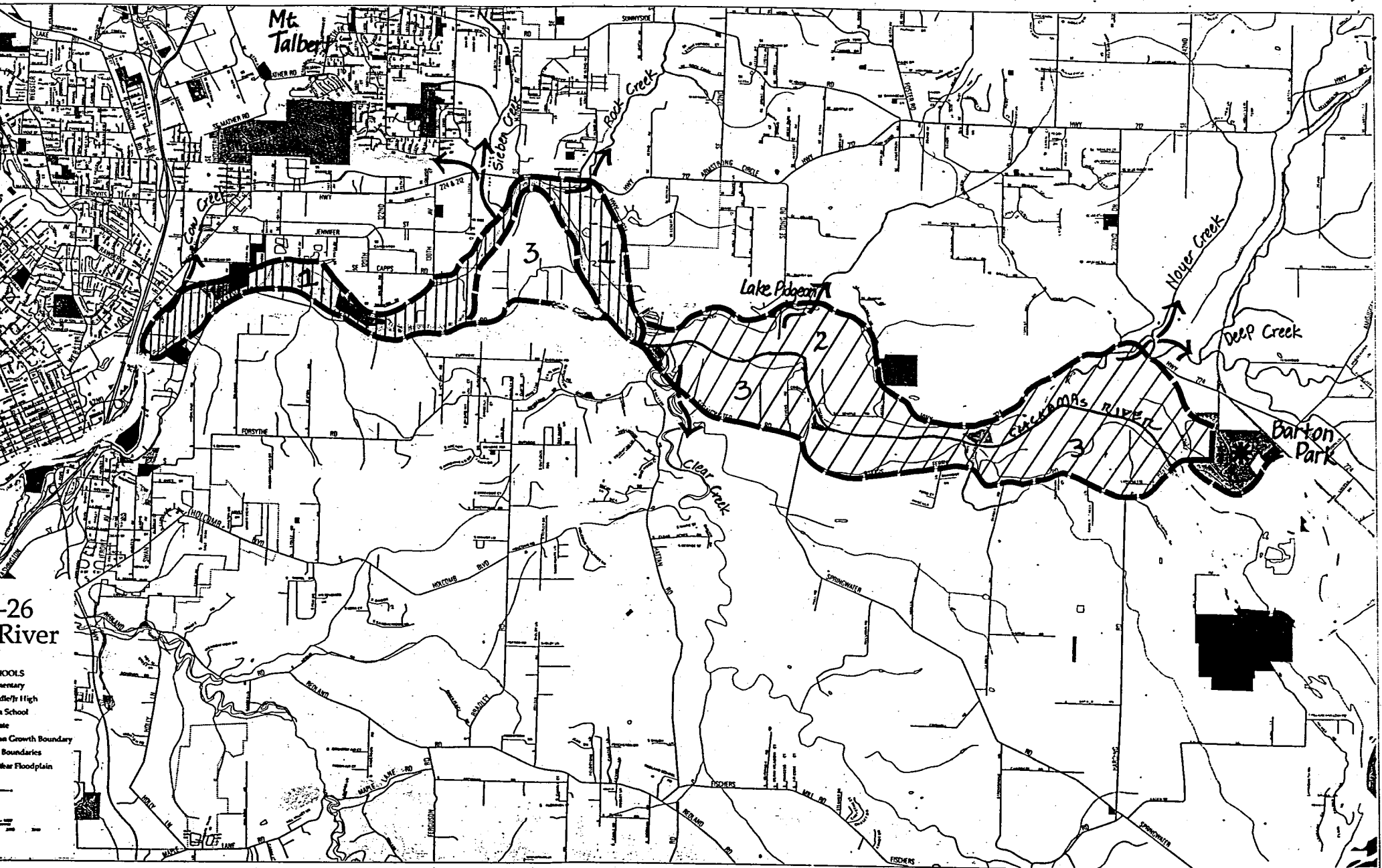
- had a compiled list of sensitive areas identified by the various parties working on the Carver to Barton reach
- endorsed the sites identified in the North Bank study

Joe Pesek, ODFW Biologist

- agrees with all sites identified
- stresses looking at recently flooded parcels or areas where the river channel has changed; and

Holly Michaels, ODFW Biologist

- agrees with all sites identified.



Mt. Talbert

3

Lake Pigeon

3

2

3

Noyes Creek

Deep Creek

Barton Park

Clear Creek

Rock Creek

Sieber Creek

Conner Creek

-26
River

- ROOLS
- enary
- High
- School
- ate
- ne Growth Boundary
- Boundaries
- near Floodplain